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STATE OF NEBRASKA
DEPARTMENT OF PUBLIC INSTRUCTION
LINCOLN

*To the County and City Superintendents, High School Principals and
Boards of Education:*

COUNTY SUPERINTENDENT'S ANNUAL REPORT

**Oath—Time of
Filing—Report of
Each District in
Balance**

Under separate cover we are sending to county superintendents blanks for annual report to be made under oath to this office. This report should be on file, correct, complete, and in all respects ready for compilation, on or before August 15. It will be made up almost entirely of copies of the annual reports of the several directors, which are due the county superintendent's office within ten days after the annual meeting. In order to guard against mistakes, omissions, and consequent delay, it would be well to inspect and verify each director's report at the time of its delivery. To this end see: (1) That **EVERY ITEM IS REPORTED.** (2) That **TOTAL RECEIPTS** balance **TOTAL EXPENDITURES.** (3) That the several items reported are consistent with each other.

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CENSUS

**Padding
of
Census**

Notice that the CENSUS should be reported under the item "NUMBER OF CHILDREN IN THE DISTRICT BETWEEN 5 AND 21 YEARS OF AGE." The corresponding item

in the annual report of the director should be verified by checking with the director's census report. Do not accept a director's report of census unless the same is made **under oath**. In spite of the care exercised in past years by county superintendents in protecting the integrity of the school census, some flagrant cases of school census padding have been brought to light. One school district was found to have padded its school census sixty-seven per cent, reporting over 1,700 more pupils of school age than were actually found residing therein, and receiving from the state school fund in one year over \$3,000 to which it was not entitled. The matter was called to the attention of this department through the activities of the Commercial club of a rival city, with the result that the school district in question enumerated 1,700 fewer persons between the ages of five and twenty-one in 1906 than in 1905. County superintendents are hereby cautioned to accept no school census report from directors or others authorized to make report of enumeration of persons of school age unless such report is made **under oath**, as provided by law; and school census enumerators are hereby warned that no cases of school census padding will be tolerated. When it is remembered that approximately \$700,000 annually are distributed among the 7,000 school districts of the state on the basis of the school population as sworn to by the respective census enumerators of said districts, and by the county superintendents of the ninety counties, in accordance with established law, it becomes apparent that this is not a matter to be treated lightly, and this department will leave no stones unturned in its efforts to bring to justice the class of offenders known as "school census padders." It is equally important that no pupils that should properly be enumerated be omitted from the school census. The careless omission of names is as grave an offense as is deliberate padding. Give to each district that to which it is entitled—no more, no less.

**Non-Residents in
State, Private or
Denominational
Schools Not
Enumerated**

It is the ruling of this department that only the students of state, private and denominational schools whose parents or legal guardians maintain their legal residence in the school district in which such state, private or denominational school is situated may legally

be enumerated in such school district. Stating the proposition inversely but concretely, all students of the University of Nebraska between the ages of five and twenty-one whose parents or legal guardians are legal residents of the state of Nebraska and of the city

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of Lincoln are entitled to be enumerated in the school district of the City of Lincoln. All other students of the University of Nebraska must be enumerated only in the school district where their parents or legal guardians maintain their legal residence, and **not** in the school district of the city of Lincoln. The same is true of the students in attendance at the state normal schools at Peru and Kearney, and at the colleges, private normal schools, and business colleges located at Bellevue, Crete, Fremont, Grand Island, Hastings, University Place, Wayne, York, and other places. Notice is hereby given that a strict compliance with the above ruling is demanded of every census enumerator and of every county superintendent in the state. This done, every person between the ages of five and twenty-one who may legally be enumerated in the school census of the state will be counted once and only once in the distribution of the state's school fund. This is law. It is right, and the law and the right must prevail in so sacred a matter as the distribution of the state's common school fund.

**Inmates of State
Institutions Not
Enumerated**

No person of school age who is an inmate of a state industrial school or of any state institution providing for both the care and education of its inmates may legally be enumerated in the school census of any school district. Such persons are wards of the state. Their parents or legal guardians having surrendered to the state all legal responsibility for their control, maintenance and education, the school districts where such parents or guardians reside are relieved from the burden of providing school privileges for them and therefore have no legal right to the benefits arising from enumerating them in their school census. County superintendents will require all census enumerators to eliminate the names of all such persons before accepting school census reports.

**Report
Boys, Girls,
Total**

"Average Daily Attendance" may be taken from the "Term Summary," as recorded in the register, or from the duplicate report filed with the county superintendent. In all census, enrollment, and attendance statistics, report **boys, girls, total.**

**Joint
District**

part of the district which lies within your be taken to report the "Census" of only that
In the case of a joint district, care should county; and the report for such joint district of finances, indebtedness, enrollment, etc., in short, all items except the "census" should, to prevent duplication in our tables of statistics, be reported only from the county in which the school house is located, or if there be no school house in the district, from the county in which the director resides. Be careful to designate in what **counties** each joint district is situated, and by what **number** it is known in each county.

TAX LEVY, APPORTIONMENT, ETC.

Tax Levy

Note that the blank calls for the report of School Tax for the **past** school year, in both mills and amount of money. This information may be obtained from the county clerk's records.

Apportionment

Should any district in your county fail, for any reason, to hold the minimum amount of school required by section 14, subdivision 2, for that district, be sure to note in a letter to this office the reason for such insufficiency of school, that, if it furnish a valid excuse, such district may be included in the next apportionment of state school funds to your county.

Summary

Make report of "GENERAL STATISTICS" in figures, and exact. Do not use "some," "but few," "nearly all," and such indefinite terms.

Errors

One of the most fruitful sources of error in the annual report of the county superintendent is the practice of copying the original report, which has been carefully verified, and forwarding such copy to this office without verification. While neatness in these reports is very desirable, accuracy and completeness are the prime requisites. **FILL ALL BLANKS, ADD ALL COLUMNS, AND VERIFY ALL RESULTS** in the copy sent to this office. Reports not complete or not in balance will be returned.

THE FREE HIGH SCHOOL LAW

Qualifications of the High School

A greater appreciation of the importance of the new free high school law is felt as preparation for meeting its requirements are being made by the schools of the state. The primary object of the free high school law was to provide four years of free high school privileges to every youth of the state. Seventy-five cents per week, the amount provided by law to be paid by the district for non-resident high school tuition, is sufficient to pay for good high school instruction. Our legislators wisely provided that no district shall pay free high school tuition to any but a high school of approved standard which can give value received to the district paying non-resident tuition. The effect of the application of this provision will be that many of our smaller high schools which heretofore have maintained high schools inferior in course of study, equipment and teaching force, will provide better instruction for their own pupils in order to comply with the requirements of the law for admitting non-resident pupils.

Advantages of Meeting Requirements

No high school district will be compelled to change its course of study, increase its teaching force or provide better equipment unless such district desires to receive non-resident pupils under the provisions of the free high school attendance law. But the inducement offered to schools which do comply with the requirements are such that few if any high schools of the state which can do so will fail to meet the requirements. Many high school districts have been charging much less than \$3 per month, and some as low as \$1.50 and \$1.00 per month tuition for non-resident pupils. In addition to the increased financial support coming from the high school which meets the requirements of the law, the advantages are felt in the attendance of these non-resident pupils acknowledged to be a stronger body of pupils, as a class, than the average high school student. With proper appreciation of the value of a well arranged course of study, of a strong teaching force and of proper equipment for the benefit of the pupils of its own district as well as for meeting the requirements for admission of non-resident pupils, every high school district in the state will meet this requirement if possible.

Duty of the County Superintendent

ence will be strongest in assisting the high pose, is the person in authority whose influential inspector of high schools for this purpose.

The county superintendent, who becomes the school districts of the county to a proper understanding of the benefits and regulations of the law and to the means for meeting its requirements. A number of county superintendents have already visited the high schools of the county, explained the law and have induced the school boards to make provision for meeting the requirements. We quote here one example as taken from a clipping of a state paper of May 26. The clipping in part reads as follows: "No high school can receive non-resident pupils under the new law unless its course of study conforms to the work as outlined in the High School Manual. A school carrying nine grades must have at least three teachers, one of ten grades at least four teachers and one of eleven grades at least two teachers in the high school. Greenwood, Eagle, Alvo, Avoca, Nehawka and Union are affected. Superintendent Gamble has conferred with the boards at all these places with the exception of Nehawka and all of these have arranged to meet the requirements, some by employing another teacher and others but cutting down one grade from the course of study." The school boards of some high school districts are waiting until the annual school district meeting when the matter will be presented to the voters of the district. Every county superintendent should see that the matter is properly understood by such school boards so that it may be properly presented at the school district meeting.

Hasty Action Unnecessary

While it will be to the advantage of a school district to decide as early as possible in order that a sufficient teaching force may be engaged, the school district will have until the opening of school next fall to make a showing for meeting the requirements of the law. Hasty action is not necessary but an acquaintance with the requirements and benefits of the law and a knowledge of the needs of the district will enable the people of the district to be carefully considering the matter and in due time take such action as they may choose. Let us each do our part that every qualified student may receive the anticipated benefits of the free high school law and that every high school district which maintains a course of study, a teaching force or equipment which does not conform to the recognized standard for Nebraska may be stimulated to raise the standard of its own school, thereby providing better education for its own pupils and a means of higher education for non-resident pupils.

Accredited and Approved Schools

Eleven and twelve grade schools accredited to the University of Nebraska and nine and ten grades approved by the University of Nebraska will be considered as qualified to meet the requirements of the free high school attendance law. Since entrance credit will be given at the state normal schools and at the Nebraska School of Agriculture to graduate of ninth and tenth grade schools which are approved by the University of Nebraska and since such approval is accepted also as evidence of qualification for meeting the requirements of the free high school attendance law, it will be to the advantage of all ninth and tenth grade high schools to maintain courses of study that will entitle them to approval by the University.

Qualifications of the Pupil

The county superintendent is the sole authority for granting certificates admitting a non-resident pupil to the high school under the free high school law. The county superintendent will employ such means as he deems expedient and necessary for deciding upon the qualifications of pupils who graduate from ninth, tenth and eleventh grade schools and desire to continue high school work in other districts. He may accept the diploma of graduation from the home high school as evidence of qualification or he may require pupils to pass examination before receiving the desired county certificate for free high school attendance. Every reasonable opportunity should be given the pupil to exhibit his qualifications for receiving the county certificate for free high school attendance before the final date of making application by the parent or guardian for free high school privileges. In our examination for teachers we allow teachers retrials in subjects in which they have failed and we appoint special examination dates and places for

their convenience. We should extend the same privileges to pupils. While exercising due care that no pupil unprepared to do high school work shall receive a certificate for that purpose, we should exercise equal care that no worthy pupil be deprived of the privileges of the free high school attendance law. A failure to receive his certificate in time for his parent to make application to the county superintendent for free high school privileges debars the pupil from free high school attendance next year. This makes the matter of opportunity to show his qualifications until the last possible date of much more importance to the pupil than it has been heretofore. The county superintendent who feels the responsibility of holding in his hands the future of these young people will modify any arbitrary rulings he may have made under other conditions in order that justice may be meted out to all.

**Course of Study
and Required
Branches for
County Eighth
Grade High School
Certificates**

For the purposes of the free high school law the Illinois Course of Study for Common Schools has been officially adopted for the first eight grades of work in the public schools of Nebraska. The minimum requirement for graduation from the eighth grade course of study and for receiving county certificates for free high school tuition is evidence of completion of the work in the following named subjects: Reading, grammar and English composition, arithmetic, mental arithmetic, geography, history, physiology, writing and spelling. Agriculture, civics, bookkeeping and drawing are not required for county certificates granting free high school privileges.

**Where Transfer
for School
Privileges
is in Force**

When transfer for school privileges is in force under Section 4a, Subdivision 5, School Laws of Nebraska for 1907, the legal residence of the parent or guardian for school privileges is the school district to which transfer has been made. Where transfer for school privileges is in force, high school tuition under the free high school law shall be paid by the district to which the transfer has been made. The parent or guardian of the pupil desiring free high school attendance should make application in writing to the county superintendent of the county embracing the school district in which said parent or guardian maintains his legal residence for school privileges. The transfer law as amended by the legislature of 1907 makes the parent or guardian who is transferred for school privileges a legal voter in the district to which he is transferred. This amendment actually makes the parent or guardian a legal resident of the district to which he is transferred. Where transfer for school privileges is made across the county line,

the application for free high school privileges should be made to the county superintendent of the county to which the transfer has been made.

SPECIAL EXAMINATIONS

Program May Be Changed	Special examination for teachers' certificates may be given at the close of the County Institute. The county superintendent may vary the regular program of examination to suit his needs, but should allow examination in a given subject for but one half day. All who want to take a particular subject must be required to do so at the same half day's session, or they must be required to take the oath provided in Rule 8. The county superintendent may offer all of the examination on one day, or he may give it on two Saturdays in counties where the institute lasts two weeks.
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Must Not Interfere With Institute	County superintendents and institute instructors are urged, as heretofore, to make the institute a professional rally and not a place for cramming for the examination. The examinations should not be considered in planning work for the institute. They are offered for the convenience of teachers, and will save the expense of an extra journey to the county seat. These extra examinations are a source of expense to this office, and are possibly an annoyance to county superintendents, but the convenience of the teacher should be decisive. Hence county superintendents need not give the examination when in their judgment the teachers will not be commensurately benefitted.
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Economy to Teachers	Last summer the extra examinations offered at normal schools cost the state nearly a thousand dollars extra, but the saving to the teachers who took these examinations, in railroad fare alone was nearly fifty times the expense to the state. Hence, we shall offer these examinations again, subject to such restrictions as will fully protect the interests of both the teacher and the county superintendent.
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SUMMER SCHOOL ATTENDANCE.

Teachers Excused From Institute	It is recommended that county superintendents excuse from institute every teacher who attends a good summer school for at least six weeks. It requires no logic to prove that the teacher who does six weeks' work in a good summer school will
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gain more strength and teaching power therefrom than the one who attends a one or two weeks' county institute, and that such a teacher is entitled to recognition for such attendance by being excused from the additional requirement of attending the county institute. This department will not sanction any revocation of certificates for non-attendance at institute by teachers who attend summer school at least six weeks. This ruling would without doubt be upheld by the courts. County superintendents as a rule are reasonable in such matters, and no refusal to recognize summer school attendance is anticipated.

STATE AID FOR WEAK DISTRICTS

Law Not Yet in Force

House Roll 356 (sections 14a, 14b, and 14c, subdivision 2), providing for at least seven months of school in all districts, and appropriating \$50,000 therefor, does not go into effect until July 1, and no legal action can be taken in the matter before that time. All that is required of weak districts that expect to come under the provisions of this law is that they vote, at the annual meeting the last Monday in June, to hold at least seven months of school the ensuing year and also vote school taxes in an amount equal to 25 miles on the dollar of assessed valuation. All districts doing this and conducting their affairs in the proper manner as provided by law, will, upon proper evidence of the same, and upon proof of their right to state aid under this act, be permitted to receive such aid.

Division of Districts

Permit me to announce that H. R. 356 was not enacted for the purpose of encouraging the formation of new districts, and this department will hold that any attempt to form new districts for the purpose of securing state aid under this act would be an illegal procedure, fraudulent on its face.

(In due time a bulletin will be issued giving the law, and rules and regulations relative thereto.)

SCHOOL LAWS FOR 1907

Shipment

By express prepaid there will be shipped this week to every county superintendent in the state a sufficient number of copies of the new School Laws to supply one to each school district. These should be promptly mailed out so they may be in the hands of the directors a sufficient length of

time before the annual meeting. We have already mailed to each county superintendent and to each town and city superintendent or principal and secretary of board of education in the state a copy of said laws.

**New Laws—
How Found**

The following shows subdivisions and sections where each of the new laws passed by the last legislature may be found:

S. F. 217, **Free High School Law**—Sections 5-8c, Subdivision VI.

H. R. 247, **Normal Training in High Schools**—Sections 24-31, Subdivision XII.

H. R. 356, **State Aid to Enable Weak Districts to Have at Least Seven Months of School**—Sections 14a-14c, Subdivision II.

S. F. 226, **Repeal of the State School Tax**—Eliminated Section 1, Subdivision XI, S. L. 1905. Does not appear in S. L. 1907.

S. F. 232, **Junior Normal Schools**—Sections 20-23, Subdivision XIII.

H. R. 72, **School Libraries**—Sections 11-13, Subdivision XVIII.

S. F. 267, **Institutions Authorized to Grant Teachers' Certificates**—Sections 1a, 1b, 6, 7, 8, and 9, Subdivision IX.

S. F. 259, **State Normal Entrance Requirements**—Section 16, Subdivision XIII.

S. F. 270, **School Tax Levy in Joint Districts**—Sections 11b and 11c, Subdivision II.

S. F. 309, **Vote in District to Which Transferred**—Last paragraph section 4a, Subdivision V.

S. F. 50, **Compulsory Education Law Amended for City and Metropolitan City School Districts**—Section 1, Subdivision VXL.

H. R. 429, **School District Boundaries in Districts Having Three Sections or Less**—Section 4a, Subdivision I.

S. F. 178, **School District Bonds in Districts Having 150 or More Children of School Age**—Section 5, Subdivision XV.

H. R. 221, **Condemnation of Ground for Schoolhouse Site, and Right of Eminent Domain for City Districts**—Sections 1-4, Subdivision XII.

S. F. 151, **Time for Holding County Institute**—Section 1, Subdivision X.

S. F. 376, **County High School**—Sections 20-35, Subdivision VI.

H. R. 115, **Dissolution of School District**—Section 25, Subdivision I.

June 6, 1907.

J. L. McBRIEN, State Superintendent.

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